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ABSTRACT

The statement reflects Canada's growing interest in adult education. Lifelong learning is viewed as necessary for coping with a complex and rapidly changing society and additional benefits of adult education can be seen in terms of cost benefits and the use of existing educational structures. Social factors influencing the need for adult learning opportunities include the knowledge explosion, computer technology, and the trend away from strictly youth-oriented schooling. Five areas of individual need are: pursuit of life-long interests; professional, vocational, and career upgrading; coping with the information explosion; identifying and resolving community problems; and life enrichment. Canadian citizens and provincial educators are indicating more interest in adult education. Many feel that the concept could better be served by a restructured Department of Education with support and coordinating services for an adult education program; cooperative action at regional and community levels through decentralization, already begun in the province; and by new methods of need assessment, coordination and delivery of services. Appended are: a Canadian policy for continuing education; adult education in British Columbia; and tables illustrating growth of adult education in British Columbia. (MDW)

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ORGANIZING FOR LIFE-LONG LEARNING

A statement submitted to

The Minister of Education

by

The Board of Directors of

The Association for Continuing Education

January 1974

Published by

Association for Continuing Education
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FOREWORD

This second Occasional Paper consists of a statement prepared by the Board of Directors of the Association for Continuing Education for submission to the Minister of Education for the Province of British Columbia.

Because of the breadth and diversity of adult education it was felt that publication of the statement as an occasional paper would facilitate its availablity not only to the members, but also to the many other interested persons sharing our common concerns.

As the letter of transmittal states: "appropriate recognition and organization for adult education is one of the major unmet needs in the present system of public education." It is hoped that this statement will assist in modifying or changing the present situation so that life-long learning can become an experience available to all.

The Board of Directors wish to recognize Dr. Bert Wales' contribution to this document and thank him for the many tedious hours spent in the preparation and finalization of content and form.

Derek Franklin
Editor, Ace Newsletter

" Letter of Transmittal"

The Honourable Eileen E. Dailly,
Minister of Education
Legislative Buildings
Victoria, B.C.

January 21, 1974

Dear Madam Minister,

I enclose a statement entitled Organizing for Life-Long Learning, which has been prepared for presentation to you by the Board of Directors of the Association for Continuing Education (B. C.) .

The Association for Continuing Education is the present name of an association of adult education workers in B. C. which was formed twenty years ago. Throughout this period, members have worked together through informal meetings, seminars and conferences to create an awareness of the importance and place of continuing education in the lives of our people. They have voluntarily co-operated in the exchange of information of programs and techniques, and in the organization of services so as to encourage maximum use of resources without unnecessary duplication.

Membership in ACE is composed of persons who have been professionally trained in the field as well as those who have gained their training by experience; persons working full-time as teachers, administrators or other specialists and those working part-time; persons functioning in an educational institution and those in a volunteer, business, industry, professional or community-oriented setting. The Association represents a broad cross-section of interests in continuing education.

Because of the nature of its membership and activities, the Association is particularly conscious of the many and varied forms that adult learning takes in the lives of people and has a respect for these differences. At this time of change and the prospects of change in the educational scene in our Province, the Association feels that it would be remiss in its function if it did not provide for your consideration at this time, a statement which represents the concerns of our members.

....2/

A brief summary of our views appears as the first section of the statement. The Association hopes, of course, that you will study the full document because in our opinion it provides conclusive evidence that appropriate recognition and organization for adult education is one of the major unmet needs in the present system of public education. We make some suggestions which we hope will be useful to you in your consideration of policies which will more adequately meet the educational needs of persons in our Province who wish to continue their education in their adult years.

We stand ready as an Association to be of any assistance we can in your consideration of this matter. We would welcome an opportunity for a delegation from our board to have a meeting with you at your convenience to discuss the statement and its recommendations.

Yours sincerely,

Gordon R. Selman
President ACE

Enclosure

ORGANIZING FOR LIFE-LONG LEARNING

A Statement Submitted to the Minister of Education

by

The Board of Directors of
The Association for Continuing Education (B.C.)

January, 1974

Gordon R. Selman
President

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Organizing for Life-Long Learning - A Summary

The Directors and Executive of The Association for Continuing Education (B.C.) submit the following summary of their statement to the Minister of Education.

1. ACE contend that the government must recognize that the concept of "life-long learning" is emerging as a recognized need of our citizens for progress, even possibly for survival in a rapidly changing and increasingly complex society.

2. In today's complex society we cannot afford to leave adult learning to chance.

3. Adult education is a process designed for behaviour change without restricting it to any particular form. Opportunity for this must be provided within the basic educational system.

4. There should be maximum opportunities for adults to participate in learning as a subsidiary activity in addition to their normal roles as citizen, parent, worker, etc.

5. In terms of cost-benefit ratios this form of adult learning provides flexibility for citizens and maximum value to government.

6. Recent changes in society's attitudes to education have cast doubts on the wisdom of a public education support system that concentrates only on services for children and youth.

7. The computer, the explosion of knowledge, and the rapidly increasing rate of change have created societal factors that necessitate life-long learning on the part of all citizens.

   Five areas of individual need are:

   - the pursuit of life-long interests
   - professional, career, and vocational upgrading
   - coping with the unparalleled knowledge explosion of our time
   - identifying and resolving or attempting to resolve community problems
   - life enrichment

8. Government cannot continue to concern itself only with the citizen's economic well-being, important as this is; nor concentrate all support on education of youth.

9. A restructured Department of Education with support services for a broad program of adult education could serve as a coordinating agency for government sponsored programs and would establish evidence of government concern for aiding in the total development of its citizens. It could also be the catalyst for other needed programs and for the development of a "system" of adult education for the Province.

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10. Figures demonstrate clearly that citizens throughout B.C. are aware of the values of continuing education and that they are prepared to improve themselves when opportunity exists to do so.

11. The whole area of personal development, understanding of the community, or understanding of the unprecedented changes in society and technology has been left pretty much to the individual. Today these adult learning needs are just as important to an individual as vocational skill needs, the development of which has been extensively supported.

12. Without exception, every recent provincial report on educational planning recommends an important role for continuing education, life-long learning or adult education, as the concept is variously described.

13. Much of what is needed can be achieved by cooperative action at the regional and community level. The Province has already set a pattern of decentralizing responsibility through regional and community organization for some services. A similar restructuring of the means of need assessment, coordination and delivery of adult education services, with government recognition and support, could produce many benefits. It is not necessarily claimed that all adult education activities need similar financial support.

14. ACE urges the government to declare itself publicly in support of a comprehensive and coordinated approach to adult education as a basic right of citizens, rather than to approach its responsibility on a piece-meal basis as has occurred through support patterns to date.

15. To establish a satisfactory position for adult education within the system of education in B.C. the government must:

    (1) recognize a responsibility by a policy statement which places continuing education as a full partner with other forms of publicly supported education.

    (2) provide a process which, through government organization and support, will make this possible.

    (3) provide leadership and coordination of program development to ensure that community needs are effectively met.

16. The Association is convinced that the objectives could be achieved by:

    (1) A Provincial responsibility for developmental leadership, overall coordination, and financial support.

    (2) A regional responsibility for coordinating the development of programs and the resources of the various community groups; and for serving as an intermediary between the region and the government.

    (3) A community responsibility for initiating, developing, and operating educational services according to the perceived needs and resources of the community.

ORGANIZING FOR LIFE-LONG LEARNING

Introduction

The directors of The Association for Continuing Education (B.C.) are aware that specific groups within its membership are submitting briefs to the government regarding the importance of adult education as it affects their particular organization or institution and, without entering into the relative merits of specific presentations, the Association does support the broad claim of the increasing importance of all forms of adult learning which motivate and assist personal development and understanding.

Members are encouraged because they see the concept of "life-long learning" emerging as a recognized need of our citizens for progress, even possibly for survival, in a rapidly changing and increasingly complex society. Within the frame of life-long learning the Association recognizes the recurring need for organized formal or informal adult learning experiences during the span of one's years. In this connection it stresses the importance of each citizen having easy access to the form that best suits his or her need, through publicly supported services.

The Association does not see any one institution or organization as being exclusively responsible for such a task. There must be organized cooperation and support at the provincial, regional and local levels. The Association has prepared the following statement which it hopes will assist the government in developing for B.C. (1) an educational philosophy in tune with essential citizen requirements and (2) an organization of government educational services and support that will ensure the optimum provision of opportunity to meet the educational needs of all adults throughout their lives.

Life-Long Learning and Adult Education

There is nothing new about the concept of life-long learning. But now it must be considered as part of the basic educational system of the Province. During this century, until recently, public concepts of and attitudes toward education have focussed almost entirely on achieving universal basic education for children and on extending opportunities for young people to pursue programs on a full-time basis within the formal school or post-secondary institutions. Even within these systems of learning, organized provision for adult education has been only marginally recognized as a public responsibility for support by Departments of Education and most universities across Canada.

In a chart compiled recently by the Canadian Association for Adult Education from Statistics Canada information it was shown that,

for 1973 in Canada, the public education dollar is allocated approximately 88% for elementary, secondary and university education; approximately 6% for vocational training, and less than 6% for post-secondary non-university and all other programs.[1]

In an earlier study on financing of education in B.C., Cowan[2] showed that when Department of Education expenditures were $48 per capita, only 12.1¢ of this was allocated to adult education. The study also showed that, whereas over a ten year period, expenditures on education had increased over 300% the increase in the adult education section had been only about 33%. Although this information is somewhat out of date now, there has been little change in the Provincial Department of Education support patterns for adult education since then except for the improvements in support resulting from Federal-Provincial shared funding.

In contrast to the Department of Education's minimal recognition of adult learning as a public responsibility, other departments of government have independently developed extensive special educational programs through their branches entirely at public expense.

A recent research report[3] on "Adult Education in B.C." prepared for the use of ACE at this time listed 10 Provincial departments of government that were engaged in Adult Education for some specific purpose. During recent years also the Federal government has provided massive support for adult vocational training and upgrading and for development of communications skills by immigrant workers. The value of these educational programs for adults is widely recognized. However, there has been only minimum recognition of these programs as an educational responsibility of government. They have been variously described as special services of government departments.

ACE suggests that today, it may be to the government's advantage to focus on the support of a coordinated and integrated educational service for adults through the Department of Education in order to make clear the extent of specialized support already available to adults. There can be waste and duplication in the present approach. Also, there is no department of government that assumes responsibility for an overview of the total educational needs and provision. There is only minimum opportunity for community involvement in planning within the present system since programs are initiated by separate Provincial or Federal branches of government.

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[1] CAAE Newsletter. October 1973, Canadian Association for Adult Education, 238 St. George Street, Toronto, Ontario.

[2] John Cowan. Public Financing of Adult Education. Journal of Education of the Faculty of Education. U.B.C., #10, 1964.

[3] Adult Education in British Columbia. A report prepared by the Adult Education Research Centre, Faculty of Education, U.B.C., April, 1973.

A restructured Department of Education with support services for a broad program of adult education could serve as a coordinating agency for government-sponsored programs and would establish evidence of government concern for aiding in the total development of its citizens. It could also be the catalyst for other needed programs and for the development of a "system" of adult education for the Province.

Changing Concepts

Recent changes in societal attitudes to education have cast doubts on the wisdom of a public education support system that concentrates only on services for children and youth. ACE has noted with satisfaction that every recent major Canadian survey on education is stressing the important role of adult learning and the need for provision of opportunities for this within the policies and structures of Departments of Education.

R. G. Fast,[4] in a paper published recently by ACE, describes how the computer, the explosion of knowledge, and the rapidly increasing rate of charge have created societal factors that necessitate life-long learning on the part of all citizens. He describes these factors as:

- Interdependence - the world as a global village
- The division into rich and poor nations
- Changing occupational structures
- New outlooks in health and life through advances in control of physical and mental health
- Environmental problems
- Technological advances

In addition to these social factors, he lists five personal needs:

- the pursuit of life-long interests
- professional, career, and vocational upgrading
- coping with the unparalleled knowledge explosion of our time
- identifying and resolving or attempting to resolve community problems
- life enrichment

Several years ago the needs which were being met through adult education were succinctly described as "vocational competence, personal competence, and competence in the joy of living."[5] These goals hold today.

ACE wishes to stress that government policy must be conceived and developed on the basis of the total educational needs of citizens for their own development and for the good of a community. Although it may be politically and economically realistic to focus on particular

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[4]R.G. Fast. Continuing Education and North American Society. ACE Occasional Paper #1. May 1973. 3700 Willingdon Ave., Burnaby, B.C., p. 3-7.

[5]R.J. Havighurst, "Adult Education for our Time," Adult Leadership. AEA, Chicago, Ill., Dec. 1958.

priorities at any given time, government policy, to be fully effective, must recognize and support many forms of learning and many different kinds of educational needs of adults. Government cannot continue only to concern itself with the individual and social economic well-being, important as this is; nor can it be content to place such an overwhelming proportion of its support on the education of youth.

Adult Education Must be Broadly Defined

The Faculty of Education research report referred to above classifies adult learning as occurring in three ways, casual learning, self-directed learning, and structured learning situations. It notes also that although "potentialities for learning may be high in self-educational situations the actual achievement is a matter of chance." ACE contends that in today's complex society we cannot afford to leave adult learning to chance.

In describing adult education in B.C. the report states that "adult education comes into existence when an agency or instrumentality in society provides activities specifically designed to help adults learn something. Such activities are purposely structured situations with an instructional agent in attendance to ensure that the learning event is directed toward some pre-determined objective."

Essentially this statement describes adult education as a process designed for behaviour change without restricting it to any particular form. The 'program' or structured situation is the means to the end and the class, seminar, lecture, cassette, book., T.V. broadcast, discussion group, or other media device is the instructional agent.

ACE considers it important that in restructuring the public education system, an open definition of adult education such as the above should be part of any policy statement regarding adult education within the system.

The report also observes that adults engage in adult education activities in one of two ways, either as "a subsidiary activity in addition to the normal full-time responsibility as a member of society," or as an "activity as a temporary substitute for the normal full-time responsibility of the adult." Both types of involvement have a legitimate place in the educational system and, as such, need to be given consideration for support by government to the same extent as given to those attending colleges and universities on full-time programs.

Advantages of Part-Time Learning

To the extent possible there should be opportunity for adults to participate in learning as a subsidiary activity. In this way it does not disrupt the regular life pattern. Successful activity of this type will also tend to encourage further participation in

learning experiences. There is greater possibility of life-long learning becoming an accepted pattern of life as a subsidiary activity than when a learning experience interferes with the normal routines and consequently tends to be undertaken only from necessity.

In terms of cost-benefit ratios, there is greater value to the government and to the individual in money invested in a program when the individual can continue to support himself when learning than in the case of a program where the adult has to substitute learning for earning and where subsistence allowances often are an essential component of the cost.

A study of practices to date however shows that except in the case of colleges, where the part-time student has been given a little more consideration than in most institutions, the support and recognition for credits within the system have favored the full-time student. To a great extent this practice continues today. Government must re-examine the Department of Education policies to ensure elimination of discrimination against the part-time adult student.

The British Columbia Scene Illustrates the Need

The rapid growth of adult education organized through the Department of Education, the universities, the Community Programs Branch, the apprenticeship and other departments of government is well documented in government reports. The extent of activities of a similar nature developed by other groups is not so easily ascertained but appears to be extensive.

The research report prepared for ACE undertook to ascertain the extent and nature of adult education in B.C. and the report describes many sources of program outside of the traditional educational system - church activities, industrial training, professional and voluntary agency programs - to name a few. The research report concludes that, taken together, these agencies may reach as many or more adults with some form of educational activity than the government structure does. Although it is well known that the total impact of an educational program mainly depends on factors other than just the numbers reached, the influence of these agencies must be recognized as having significant potential for adult education and must be included in any community organization of services.

It is difficult to provide comprehensive data regarding the extent of adult education in B.C. because so many different groups are actively involved in educational undertakings and there is no uniform system of reporting or compiling statistics. Similarly it is difficult to assess the impact of programs on the participants because there are many diverse reasons for involvement. However, the phenomenal growth in recent years must be taken as evidence of need and recognized by the government as such.

Some of the component groups within ACE have provided tables of growth in specific programs for use in this presentation. These dramatically show the measure of public response to opportunities that

have been provided. The figures demonstrate clearly that citizens throughout B.C. are aware of the values of continuing education and that they are prepared to improve themselves when opportunity exists to do so. Some of these figures appear in Appendix C.

Members of ACE are aware of the stimulus to the involvement of adults that resulted from special Federal-Provincial shared grants for vocational and technical upgrading, from the Canada Manpower support for skill training and basic education, and for training of certain immigrant workers in communication skills. They also note with satisfaction the great increase in numbers taking general education programs now that adult designed courses have been developed and adult oriented requirements have been established to provide certification of those who did not complete regular programs when in school.

On the other hand members of ACE are aware of the many gaps that could have been filled and of the many persons who might have become involved in other kinds of programs if so much of the financial burden had not been placed on the individual. Except for the special attention given to recreation and leisure time activities through the Community Programs Branch, the whole area of personal development through better understanding of oneself, understanding of the community, or understanding of the unprecedented changes in society and technology that are taking place has been left pretty much to the individual.

It is encouraging to note that according to news reports there will be an educational component of government activity in the new bill on Human Rights and also the one on Fitness. Hopefully this government proposal will be designed as a resource or support for community action rather than a further fragmentation of educational activities by separate Provincial programs.

Governments have been realistic in recognizing the needs for an effective and up to date work force, and the priorities and special support given to adult education have been mainly for this purpose. However, today, the adult learning needs in respect to one's full personal development and to an understanding of our complex society are just as important to the individual and the community as vocational skills. They affect one's ability to function effectively as a person and as a citizen, both of which can be factors in determining one's physical and mental well-being, one's attitude to society, and, in some cases, one's vocational productivity.

The recent demands by local community groups that schools and other public facilities be made available to them for learning about and solving community problems and planning community development is another clear indication that citizens want to be involved in creating a better society and are ready and expect public support for adult education at the community level to aid this. It seems anomalous that within the past year the Provincial government has withdrawn the minimum support it had previously provided to school board programs for this purpose.

ACE urges the government to declare itself publicly in support of a comprehensive and coordinated approach to adult education as a

basic right of citizens, rather than to approach its responsibility on a piece-meal basis as has occurred through support patterns to date.

Much of what is needed can be achieved by cooperative action at the regional and community level. An effective program is one that serves the aspirations of the people and only a comprehensive community organization involving representatives of the region and its resource agencies can effectivly come to grips with this. Such an organization can ascertain the levels of competence for self-learning and it can mobilize the resources that can be used or developed for organized learning. It can help ensure maximum cooperation between agencies and optimum breadth of program and flexibility of services for a particular area at a given time. It can also serve as an intermediary between a community and the Province in establishing the nature of the support needed by the various agencies providing educational opportunities to the end that all persons will have appropriate access and will not be unduly deprived because of economic or other factors.

The Provincial Government has already set a pattern of decentralization of responsibility through regional and community organization for some social services. A similar restructuring of the means of need assessment, coordination and delivery of adult education services, with government recognition and support, could produce many benefits.

It is not necessarily claimed that all adult education activities need similar financial support. Those of a vocational upgrading nature may have an economic value for potential job advancement and when a person is working, these can be partly self-supporting. On the other hand basic vocational training and retraining is an essential for competency in today's work force and may under some circumstances need total public financial support. Programs related to hobbies and recreational skill development in many cases may require minimum public support. Those that are designed primarily to help a person function better as a citizen or as a parent, and those that aid in understanding our complex society and enable a person to participate more effectively in solving community problems often need and deserve maximum public support.

Government Action Overdue

Advocates of the life-long learning concept have periodically presented the case for adult education as part of the basic responsibility of governments for public education. More than 30 years ago the B.C. Library Commission in a report to the government stated:[6]

> "Educational systems that place their stress upon the education of children are definitely headed for institutional stagnation, and a society that spends its educational energies almost wholly on the young will end in social indirection."

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[6] A Preliminary Study of Adult Education in British Columbia. B.C. Public Library Commission, 1941.

Unfortunately, at that time a war was in progress and all efforts were directed to this. The military training schemes that developed and the subsequent Canadian Vocational Training and Rehabilitation programs dramatically provided ample evidence and proof of the possibilities and the values of adult learning programs. In spite of this, it was only in the vocational field that there was planned continuity and long-term financing.

The war-time programs had been federally supported and they were operated outside of the traditional educational system. Provincial governments apparently tended to see adult education as a Federal responsibility and continued to concentrate their support on the established pattern of the Province. B.C. assisted, but was not prepared to lead, in developments in adult education.

There have been many subsequent attempts in B.C. to focus on adult education as a basic responsibility within the public education system. In the 1950's and early 1960's there were some notable developments in the public school system and at U.B.C. and some attempts at involvement of other groups through the "lighted schoolhouse" concept and the Community Programs Branch.

In the 1950's the Provincial government organized a Conference for Night School Directors and others in adult education and on several occasions B.C. trustees included this as a topic at their annual conferences. In 1961 the Canadian Association for Adult Education sponsored a national conference on "Government in Adult Education" in which B.C. representatives took a prominent part. Shortly thereafter the Vancouver School Board published a "Statement of Principles" on adult education which received widespread attention all across Canada. Also in 1961, the B.C. Adult Education Council sponsored a major conference which assessed some of the outstanding needs for adult education in the Province.

Indicative of the growing public awareness of the need for adult education in this period were the words of a Royal Bank letter in 1963.[7]

> "An intellectual revolution is needed among adults, continued education is now necessary to life. ...It isn't enough to hold ground, we must make progress. The world will not wait until a new generation takes charge. It is adults who make the homes, the churches, the schools, the communities. It is adults who have to cope with the dangers and opportunities of every passing day."

In many cases, these representations resulted in action at the community level but there has continued to be neither a positive policy statement at the Provincial level nor adequate enabling provision for community action. Again, in spite of substantial growth

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[7] Royal Bank of Canada Monthly Letter. Montreal, Quebec, October, 1963.

in many parts of B.C., adult education (in the sense of life-long learning, part-time general education, non-credit activities and development of self-learning resources) has remained only a marginal part of the public support system for education in B.C.

ACE realizes that many issues must be faced in devising the most appropriate form of greater public support for adult education but it believes that these problems should be considered fully in the immediate future and that there should be as short a delay as possible before government accepts what we see to be its proper responsibility in this field.

In retrospect, it can be seen that there have been many reasons for lack of action. Among these are:

- the restrictive nature of Federal-Provincial program support
- a persistence of traditional and rigid concepts of education
- a resistance to property taxation to improve the education of adults who might move at any time
- the School Act and finance formula limitations on what trustees could actually do in a community oriented program
- budgetary competition within institutions which tended to favor the regular full-time programs
- an aura around the levels of formal educational achievement of youth
- necessity for voluntary community groups to appeal annually for program support because of lack of government policy and support

A clear-cut Department of Education policy in support of adult learning could do much to advance the community organization needed to support it most effectively.

Signs of Change

Except for the vocational field, where continuing education is well established by government sponsored programs, the introduction of colleges in B.C. provided the first major recognition by government of continuing education as an integral part of the Provincial public system of education. Colleges were introduced to broaden opportunities for education after public school and to extend them throughout the Province. Colleges accomplished this by the offering of programs in the evening and by recognizing the part-time student as a regular enrollee on an equal footing with the full-time student. Although this recognition has only been achieved for students enrolled in regular college programs, many such programs are of the type wanted by adults. Although a small beginning, this has at least broken the barrier of inequality regarding the part-time student.

It may be that society has over-reacted against the traditional

educational system that concentrates on full-time attendance and tends to limit the clientele to youth. We have a much better educated citizenry in general than 30 years ago when the B.C. Library Commission so aptly stated the need for expanded adult education. Among citizens and particularly among community leaders, there is much more awareness today of the need for a variety of learning opportunities for adults. We feel that there will be a more critical public when what seems to be an obvious right is denied through lack of government leadership at the local or Provincial level.

Recently the educational systems in many parts of Canada have been the subject of intensive study. The government must be aware of the fact that, without exception, every report recommends an important role for continuing education, life-long learning, or adult education, as the concept is variously described.

To illustrate, the Alberta report states:[8]

> "Today, lifelong learning is primarily a matter of individual choice or occupational necessity. Tomorrow, it must be an experience available to all." and "Lifelong learning however must be something more than an undertaking intended to maintain or advance one's personal position in the socio-economic scale. Its purpose is total personal development. It seeks to make every individual truly a person and full citizen of our society - a partner in the benefits of life in Alberta"...

The Ontario report states:[9]

> "This (continuing education) was the most widely discussed of all topics covered in the briefs; apparently it is seen as a special issue arising out of the general concern for increased equality of opportunity or broader access to higher education. There were 88 briefs which made specific recommendations on this subject, and others which discussed it indirectly. They represented all segments of the community appearing before this Commission...
>
> With one exception only, all expressed the desire that the educational system be more flexible, available to all who wish to participate, at different times and in different ways throughout their lives, in many types of learning environments. Many briefs suggested that it should be possible to enter, leave, and re-enter the educational stream at intervals convenient to the student, with interruptions as long or as short as the individual needs in order to achieve his own goals."

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[8] A Choice of Futures. Report of the Commission on Educational Planning. W.H. Worth, Commissioner, Edmonton, Alta., 1972.

[9] Report of the Commission on Post-Secondary Education in Ontario. Douglas Wright, Chairman. Toronto, Ontario, 1971.

Action Needed

In order to establish a satisfactory position for adult education within the system of education in B.C. the government must:

(1) recognize its responsibility by a policy statement which places adult education as a full partner with other forms of publicly supported education.

(2) provide a process which through government organization and support will make this possible.

(3) provide leadership and coordination of program development to ensure that these community needs are effectively met.

The policy statement must clearly define not only the Provincial responsibility but also the nature of the parallel responsibility that must be accepted by communities, institutions, and voluntary agencies as their share of the task. Continuing education is a cooperative undertaking. There have been philosophical statements of policy in the past but the best purposes of a policy statement can only be accomplished when organization of government, of institutions, and organization of the community make implementation of the policy possible.

As mentioned earlier, much of what needs to be done can be effectively organized and administered within the various regions and communities of the Province. It doesn't require any elaborate new system of services, rather, it requires:

(1) more attention to and support of many excellent separate existing services now available through institutions, industry, and community voluntary or professional organizations;

(2) more complete information about the unmet educational needs of citizens in a community and better allocation of resources to meet them;

(3) a more organized and coordinated approach to the total task;

(4) more attention to delivery systems that extend learning opportunities throughout the Province;

(5) more attention to factors that motivate adults and to techniques and organization that create the environment for adult learning

If requested ACE could prepare specific suggestions in respect to the sharing of responsibilities between the Province, the regions, and the local community. In order to do this, we would need to know something of the directions in which the government wishes to move in this area.

In general, the Association is convinced that the objectives could be achieved by:

(1) A Provincial responsibility for developmental leadership, overall coordination, and financial support.

(2) A regional responsibility for coordinating the development of programs and the resources of the various community groups; and for serving as an intermediary between local groups and institutions and the Provincial department.

(3) A community responsibility for initiating, developing, and operating educational services according to the perceived needs and resources of the community.

As further validation of the above proposals the principles established as the basis for "A Canadian Policy for Continuing Education" produced by CAAE and a summary of the main conclusions from the research report on "Adult Education in British Columbia" prepared at the Adult Education Research Centre, U.B.C., are attached as appendices.

Appendix A

A Canadian Policy for Continuing Education *

A summary statement of the "Principles" enunciated as the basis of the CAAE paper on adult education.

"For every role an individual plays, or is expected to play, in our society, specific knowledge and skills are required in order to satisfy the demands of that role. This includes vocational roles as well as voluntary and citizenship roles. Opportunities must be provided for individuals to learn these new abilities when they are required."

"As a nation we have never understood or even considered the meaning and importance of adult education. Neither have we explored the full potential of a more completely articulated system of Continuing Education. Now is the time to do so."

"Our recommendation for a comprehensive national development of Continuing Education, in which all of the levels of government, private and public agencies, would play co-operating roles, is based on the following principles:

1. Individuals learn throughout their lives, not merely at the beginning.

2. Learning is always a voluntary act.

3. The more effective the existing formal educational system becomes, the more acute the need for a well-developed system of Continuing Education.

4. The development of Continuing Education cannot be left to chance.

5. A system of Continuing Education must include the activities of a great variety of agencies in Canada and it must be developed in the light of a logical national plan.

6. The physical environment in which adults learn is of immense social, political and moral importance.

7. The present dominant concentration on the young creates a serious discontinuity in the lives of our citizens and will lead to disaster if continued.

8. Learning is both an individual and national resource.

9. There is no one who cannot learn something."

"Underlying all (proposals) is the premise that all citizens should have reasonable access to any part or level of the system at any time in his life and with reasonable convenience to his circumstances."

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* Extracted from A White Paper on the Education of Adults in Canada. Canadian Association for Adult Education (1964), 113 St. George Street, Toronto, Ontario.

Appendix B

Adult Education in British Columbia

A summary of conclusions reached in a research study report on the nature and extent of adult education prepared for ACE by the Adult Education Research Centre, Faculty of Education, U.B.C., April 1973.

1. Adult education is a much more pervasive activity than previous perceptions of it would suggest.

2. Participation in programs of adult education is extensive but represents only a fraction of the learning activities in which adults engage.

3. There are wide disparities in participation among different segments of the population.

4. The number of adult education programs offered in publicly supported educational institutions comprises a minority of the total number of adult education programs available in the Province.

5. The rate of participation is influenced by factors within an institution as well as the characteristics of the people.

6. There is a lack of coordination and support for existing institutions which provide education for adults in British Columbia.

7. There is no strong commitment to adult education apparent in the organization, policies, or programs of the Department of Education.

8. Current opinion strongly advocates the extension of educational opportunities to the total population to a much greater extent than has occurred in the past.

9.a. Recent studies on education in Ontario, Saskatchewan, and Alberta have all taken the concept of life-long learning as a central theme and their recommendations are designed to foster and extend that concept.

b. These reports have initiated a process that will eventually lead to a restructuring of educational systems so they will deal more effectively with the learning needs of adults.

10. Characteristics of the adult education services needed are described by terms such as - accessibility, transferability, coordination, equity, openness, flexibility, diversity, and adaptability.

11. The initial steps toward a widespread public recognition of the concept of life-long learning and the consequent provision of additional learning opportunities for adults probably must come from the Provincial Government, through a strong statement of support and ultimately the commitment of resources.

12. The Province of British Columbia should examine carefully the status and role of adult education in light of concepts pertaining to life-long learning.

Appendix C

Tables Illustrating Growth in Adult Education in B.C.

Statistics on the extent of participation in adult education activities are notoriously difficult to compile because of problems of definition and the diverse nature of the field. The study conducted recently for ACE by the Adult Education Research Centre, U.B.C., indicated that the total number of enrolments in such activity in the Province in any one year is extremely large, larger than the total number of adults in the Province. (Presumably some persons take part in several activities, many in none.)

What follows here are tables which indicate the number of persons involved in certain kinds of adult education activity over the past several years. These examples are illustrative only and each represents only a small fraction of total participation in the field.

I School District Sponsored Adult Education Programs

	Registrations in Vocational Courses	Registrations in Non-Vocational Courses*	Total
1960-61	12,500	28,387	40,887
1965-66	25,477	74,815	100,292
1970-71	42,937	137,345**	180,282

* Academic/Community Education Courses
** 19,968 Registrations were in academic programs

The foregoing figures are taken from "A Brief on the Finance and Administration of Public School Adult Education in the Province" which appeared in the ACE Newsletter Vol. 2, No. 4 (Nov. 1973) pp. 17-21.

II Participation by Health Care Personnel in Continuing Education Programs by Numbers of Registrants

	1967-68	68-69	69-70	70-71	71-72	72-73
Dentistry (& allied)		3		293	549	666
Dietetics					317	42
Nursing		598	871	1342	1881	983
Medicine	821	958	1475	2251	1934	1216
Pharmacy		212		237	355	204
Psychiatric Nursing						488
Physio/occupat. Therapy		106				149
Interprofessional	840	522	400		2208	3364
TOTALS	1661	2399	2746	4123	7244	7112

The figures presented are only a rough representation of the true situation. For instance, many organizations other than the four listed have been or are involved in continuing education for health care workers, but participation in these activities are not reflected in the above figures because records were not kept or were not readily available. Data regarding numbers of student contact hours was even more scarce than figures about numbers of registrants. The apparent leveling off in the last two years would not have shown had numbers of contact hours been used, i.e., in 1972-73 the same numbers of registrants were involved in more extensive, in-depth courses. Participation in courses is only one form of continuing professional education. No attempt was made to estimate attendance at special lectures, visits to the Mobile Instructional Resources Centre, clinical clerkships and traineeships, attendance at courses in related fields, self-directed study (e.g. BCMA estimates its library usage at 43% of its membership; RNABC at 15% of its practising membership), casual reading of professional journals, participation in health agency inservice programs, etc.

The above information was compiled by an ACE member, Mrs. Pat Cutshall, from records of: Registered Psychiatric Nurses Association, B.C.H.A., B.C.I.T. Health Extension Division, and U.B.C. Division of Continuing Education in the Health Sciences.

III Canada Manpower and Adult Education

With the enactment of the Adult Occupational Training Act in 1967 the Federal Department of Manpower and Immigration assumed a major influence in technical and vocational education in B.C.

The Canada Manpower program serves both those who need to upgrade or learn new occupational skills and those who have entered the labour force inadequately prepared and who must get training if they are to compete effectively.

The Training legislation recognizes that men and women who have been earning their living and who need occupational training or upgrading will also need some alternate income from public sources during the period they are in training. In addition to having their fees paid when attending a course students receive an income replacement allowance from Canada Manpower related to their family circumstances.

Canada Manpower supports three main types of program for skill development. It sponsors selected persons for courses in educational centres; it provides financial support for approved training in industry programs; and it arranges for training of workers on the job.

The purpose of Canada Manpower's Training in Industry programs is to assist employers in: a) implementing formally structured programs which are generally new to their operation, and in: b) improving the quality of their existing training programs.

Training-on-the-job Programs, a new form using the job as the learning situation, were introduced in 1973 to: a) overcome clearly defined skill shortages and to: b) assist disadvantaged persons in becoming established as workers.

The impact of the Adult Occupational Training Act in B.C. is revealed by the following figures:

1.	Adults sponsored by Canada Manpower in Vocational Schools	1967-68	8,500
		1971-72	26,000
2.	Sponsorship of Adults attending Vocational School Courses less than 52 weeks duration	1967-68	40% C.M.P. - 60% other
		1972-73	68% C.M.P. - 32% other
3.	Canada Manpower Involvement in Training in Industry Programs	1967-68	150 persons
		1972-73	3,334 persons
4.	Canada Manpower Involvement in "Training-on-the-Job" Programs		959 persons in first 7 months

The above information was compiled from the records by two ACE members, John Meredith and Norman Henderson.

IV Participation in Continuing Education Programs of the Public Universities of B.C. - by Course Enrolments*

		Victoria	British Columbia	Simon Fraser	Total
1969-70	Non-Degree	684	26,851	-	
	Degree	664	3,325	-	
					31,524
1970-71	Non-Degree	830	29,508	3,000	
	Degree	655	3,313	-	
					37,306
1971-72	Non-Degree	1,329	31,712	3,000	
	Degree	827	3,206	488	
					40,562
1972-73	Non-Degree	1,985	37,779	3,000	
	Degree	855	3,467	2,221	
					49,307

* Figures do not include Summer Session Degree Credit Students

The above information was compiled by an ACE member, Gordon Selman, from information supplied by the continuing education units of the three institutions.